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ADMINISTRATIVE AND BUDGETARY ASPECTS OF THE FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS

Report of the Fifth Committee

Rapporteur: Mr. Jorge OSELLA (Argentina)

I. INTRODUCTION

1. At its 3rd plenary meeting, on 18 September 1992, the General Assembly, on the recommendation of the General Committee, decided to include in the agenda of its forty-seventh session the item entitled "Administrative and budgetary aspects of the financing of the United Nations peace-keeping operations" and to allocate it to the Fifth Committee.

2. The Fifth Committee considered this item at its 4th to 10th, 34th, 42nd, 45th, 50th and 52nd meetings, from 13 to 16, 19 and 22 October, 30 November and on 11, 15, 19 and 21 December 1992.

3. For its consideration of the item, the Committee had before it the following documents:

(a) Report of the Secretary-General on the financial situation of the United Nations (A/46/600 and Add.1-3 and A/C.5/47/13);

(b) Report of the Secretary-General on the work of the Organization (A/47/1); 1/

1/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 1 (A/47/1).

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(c) Report of the Secretary-General entitled "An Agenda for Peace", submitted pursuant to the statement adopted by the Summit Meeting of the Security Council on 31 January 1992 (A/47/277-S/24111);

(d) Report of the Secretary-General on the composition of the existing groups of Member States for the apportionment of the costs of peace-keeping operations financed through assessed contributions (A/47/484);

(e) Report of the Secretary-General on the support account for peace-keeping operations (A/47/655 and Corr.1);

(f) Letter dated 10 December 1992 from the Permanent Representative of Czechoslovakia to the United Nations addressed to the Secretary-General (A/47/774);

(g) Report of the Secretary-General on the review of the rates of reimbursement to the Governments of troop-contributing States (A/47/776);

(h) Report of the Secretary-General on the United Nations operation in Cyprus for the period 1 June 1992 to 30 November 1992 (S/24917 and Add.1);

(i) A note by the Secretary-General transmitting, at the request of the Permanent Representative of the Czech and Slovak Federal Republic to the United Nations, correspondence regarding agenda item 124 (A/C.5/47/22);

(j) Letter dated 24 November 1992 from the Secretary-General to the Governments of all States Members of the United Nations or members of the specialized agencies, containing a further appeal for voluntary contributions for the financing of the United Nations peace-keeping force in Cyprus (S/24938);

(k) The related reports of the Advisory Committee on Administrative and Budgetary Questions (A/46/765, A/47/565 and A/47/757).

4. The comments and observations made in the course of the Committee's discussion of the item and the replies to queries raised are reflected in the relevant summary records (A/C.5/47/SR.4-10, 34, 42, 45, 50 and 52).

II. CONSIDERATION OF PROPOSALS

A. Draft resolution A/C.5/47/L.8

5. At the 50th meeting, on 19 December, the representative of Canada, following informal consultations, introduced a draft resolution entitled "Establishment of a Peace-keeping Reserve Fund" (A/C.5/47/L.8).

6. At the same meeting, the Committee adopted draft resolution A/C.5/47/L.8 without a vote (see para. 11, draft resolution I).

7. The representatives of Japan and Uganda spoke in explanation of their position (see A/C.5/47/SR.50).

B. Draft resolution A/C.5/47/L.19

8. At the 52nd meeting, on 21 December 1992, the representative of Canada, following informal consultations, introduced and orally revised draft resolution (A/C.5/47/L.19).

9. At the same meeting, the Committee adopted draft resolution A/C.5/47/L.19, as orally revised, without a vote (see para. 11, draft resolution II).

10. The representatives of Brazil, India, the Islamic Republic of Iran, Madagascar and Uganda spoke in explanation of their position (see A/C.5/47/SR.52).

III. RECOMMENDATIONS OF THE FIFTH COMMITTEE

11. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolutions:

DRAFT RESOLUTION I

Establishment of a Peace-keeping Reserve Fund

The General Assembly,

Having considered with appreciation the report of the Secretary-General entitled "An Agenda for Peace", 2/

Having considered with appreciation the reports of the Secretary-General 3/ and of the Advisory Committee on Administrative and Budgetary Questions, 4/

Noting that the Organization is confronted with increasing demands and challenges in the area of peace-keeping operations,

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2/ A/47/277-S/24111.

3/ See Official Records of the General Assembly, Forty-seventh Session, Supplement No. 1 (A/47/1), A/46/600 and Add.1-3 and A/C.5/47/13.

4/ A/46/765 and A/47/565.

Recognizing the unpredictable nature of peace-keeping operations and the consequent necessity of giving the Secretary-General adequate resources to respond in a timely manner to a crisis,

Recognizing that it is essential to provide peace-keeping operations, especially in their start-up phases, with the necessary financial resources, to enable the timely, full and effective implementation of their mandates,

Decides:

(a) To establish under the authority of the Secretary-General effective 1 January 1993 a Peace-keeping Reserve Fund as a cash flow mechanism to ensure the rapid response of the Organization to the needs of peace-keeping operations;

(b) To authorize the Secretary-General to advance from the Peace-keeping Reserve Fund such sums as may be necessary to finance:

(i) Unforeseen and extraordinary expenses relating to peace-keeping operations within the commitment authority established by the General Assembly;

(ii) Budgetary appropriations, including start-up costs, approved by the General Assembly for new, expanded or renewed peace-keeping operations pending the collection of assessed contributions;

(c) That the advances authorized in accordance with subparagraph (b) above shall be reimbursed as soon as receipts from contributions are available for these purposes;

(d) That the level of the Peace-keeping Reserve Fund shall be 150 million United States dollars;

(e) That Member States' shares of the Peace-keeping Reserve Fund shall remain fixed and shall be calculated on the basis of the ad hoc apportionment as set out in General Assembly resolution 45/247 of 21 December 1990;

(f) That the Peace-keeping Reserve Fund will be financed as follows:

(i) By the transfer of the balance of the excess of income over expenditures in the special accounts of the United Nations Transition Assistance Group and the United Nations Iran-Iraq Military Observer Group after the credits to Member States have been applied in accordance with General Assembly resolutions 45/265 of 17 May 1991, 47/__ of _____1992 and 47/__ of _____ 1992, based on the latest rates of apportionment applied for the United Nations Transition Assistance Group and the United Nations Iran-Iraq Military Observer Group;

(ii) As to the balance, by the transfer of whatever portion of the amount of 154,881,112 dollars that has been retained in the General Fund pursuant to General Assembly resolution 42/216 A of 21 December 1987 is needed in order for each Member State to reach its fixed share of the Peace-keeping Reserve Fund based on the ad hoc apportionment set out in General Assembly resolution 45/247;

(g) That States which shall become Members of the United Nations following the date of the adoption of the present resolution and which do not have a claim to a share in the Peace-keeping Reserve Fund shall contribute to the Fund in accordance with the scale of apportionment for peace-keeping operations in effect on the date of their first assessment for United Nations peace-keeping operations;

(h) That all outstanding unpaid contributions to the United Nations Transition Assistance Group and/or the United Nations Iran-Iraq Military Observer Group at the date of the final liquidation of these accounts shall be transferred as receivable assets to the Peace-keeping Reserve Fund;

(i) (i) That the sum referred to in subparagraph f (i) above shall become credits available to Member States that have paid their assessed contributions in full to the United Nations Transition Assistance Group and/or the United Nations Iran-Iraq Military Observer Group upon the liquidation of the Peace-keeping Reserve Fund;

(ii) The sum referred to in subparagraph f (ii) shall reduce the credits available to Member States in the General Fund by the amounts transferred to the Peace-keeping Reserve Fund and shall become credits to Member States, which have no unpaid assessed contributions to the regular budget for the biennium 1986-1987, upon the liquidation of the Peace-keeping Reserve Fund;

(j) To address the issue of the imputation of interest income earned in the Peace-keeping Reserve Fund at the earliest opportunity during its forty-seventh session;

(k) That the Peace-keeping Reserve Fund shall be administered in accordance with the Financial Regulations and Rules of the United Nations, without prejudice to the funding of the activities of the regular budget;

(l) To request the Secretary-General to report on actions taken to implement the present resolution at the earliest opportunity during its forty-seventh session.

DRAFT RESOLUTION II

Administrative and budgetary aspects of the financing of the United Nations peace-keeping operations

The General Assembly,

Having considered the report of the Secretary-General on the composition of the existing groups of Member States for the apportionment of the costs of peace-keeping operations financed through assessed contributions, 5/

Also having considered the note by the Secretary-General 6/ transmitting a communication from Czechoslovakia to the Fifth Committee,

Bearing in mind the special responsibilities of the States permanent members of the Security Council in the financing of peace-keeping operations, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963, entitled "General principles to serve as guidelines for the sharing of the costs of future peace-keeping operations involving heavy expenditures",

Recalling its resolution 3101 (XXVIII) of 11 December 1973 setting out the composition of groups for the assessment of contributions to the United Nations Emergency Force, and also recalling subsequent resolutions relating to the composition of groups, the latest of which is its resolution 47/41 of 1 December 1992 on the financing of the United Nations Operation in Somalia,

Also recalling its previous decisions regarding the fact that, in order to meet the expenditures caused by peace-keeping operations, a different procedure is required from the one applied to meet expenditures of the regular budget of the United Nations,

Taking into account the facts that the economically more developed countries are in a position to make relatively larger contributions and that the economically less developed countries have a relatively limited capacity to contribute towards such operations,

Reaffirming that the financing of peace-keeping operations is the collective responsibility of all Member States, in accordance with Article 17, paragraph 2, of the Charter of the United Nations,

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Recalling paragraph 6 of its resolution 46/233 of 19 March 1992 on the financing of the United Nations Protection Force,

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5/ A/47/484.

6/ A/C.5/47/22.

1. Decides, as an ad hoc arrangement, in respect of the apportionment of the appropriations referred to in General Assembly resolutions A/46/233 of 19 March 1992, A/46/222 B of 22 May 1992, A/46/240 of 22 May 1992, A/46/195 B of 31 July 1992 and A/47/41 of 1 December 1992, that:

(a) San Marino shall be included in the group of Member States set out in paragraph 3 (b) of General Assembly resolution 43/232 of 1 March 1989 and that its contribution to the financing of peace-keeping operations shall be calculated in accordance with the provisions of the relevant resolutions to be adopted by the Assembly regarding the scale of assessments;

(b) Armenia, Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Kazakhstan, Kyrgyzstan, the Republic of Moldova, Slovenia, Tajikistan, Turkmenistan and Uzbekistan shall be included in the group of Member States set out in paragraph 3 (c) of General Assembly resolution 43/232, that their contributions to the financing of peace-keeping operations shall be calculated in accordance with the provisions of the relevant resolutions to be adopted by the Assembly regarding the scale of assessments, and that the assessment rate of the Russian Federation shall be based on its relevant regular budget assessment rates;

2. Takes note of the fact that Czechoslovakia will cease to exist as at 31 December 1992; 7/

II

Recognizing that the composition of groups for the apportionment of peace-keeping expenses presently applied constitutes an ad hoc arrangement,

Noting that the report of the Secretary-General on the composition of the existing groups of Member States for the apportionment of the costs of peace-keeping operations financed through assessed contributions 5/ has not addressed all the aspects in the allocation of countries to the four groups as set out in the relevant General Assembly resolutions for the financing of peace-keeping operations,

Requests the Chairman of the Fifth Committee to call together an open-ended working group of the Fifth Committee during the forty-seventh session of the General Assembly to examine the placement of Member States into the groups for the apportionment of peace-keeping expenses, with the objective of establishing standard criteria, in order to ensure that that placement is applied in a consistent manner which could be used to allocate Member States to the groups for all future peace-keeping operations, and to report thereon to the General Assembly at its forty-eighth regular session;

7/ A/47/774.

III

Recalling its resolutions 44/192 of 21 December 1989 and 45/258 of 3 May 1991,

Having considered the report of the Secretary-General on the support account for peace-keeping operations 8/ and the related report of the Advisory Committee on Administrative and Budgetary Questions, 9/

Also having considered the report of the Secretary-General on the review of the rates of reimbursement to the Governments of troop-contributing States, 10/

Reaffirming the need to continue to improve the administrative and financial management of peace-keeping operations,

1. Takes note of the report of the Secretary-General on the support account for peace-keeping operations, 8/ and concurs with the observations and recommendations contained in the related report of the Advisory Committee on Administrative and Budgetary Questions; 9/

2. Also takes note of the report of the Secretary-General on the review of the rates of reimbursement to the Governments of troop-contributing States, 10/ and requests the Secretary-General to keep this matter under review and to report thereon to the General Assembly at its forty-eighth session;

3. Encourages those Member States which have not yet responded to the questionnaire sent out by the Secretary-General requesting information on military salary scales in effect as at December 1991 to do so as rapidly as possible;

4. Notes with concern that, in consequence of the shortfall of financial contributions, troop-contributing States are not being reimbursed to the full extent of the established rates for some operations;

5. Reaffirms its request that the Secretary-General, to the extent possible, make payment of arrears due to current and former troop-contributing States;

6. Invites the Secretary-General, as Chief Administrative Officer, to continue the strengthening and reform of the Secretariat units dealing with

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8/ A/47/655 and Corr.1.

9/ A/47/757.

10/ A/47/776.

peace-keeping operations, so that they can deal effectively and efficiently with the planning, launching, ongoing management and termination of those operations;

7. Reiterates its call upon all Member States to pay their assessed contributions in full and on time, and encourages those States which can do so to make voluntary contributions acceptable to the Secretary-General;

8. Notes that the reports requested of the Secretary-General on the reserve stock of commonly used equipment and supply items and the use of civilians in peace-keeping operations, in accordance with paragraph 13 of General Assembly resolution 45/258, have not been submitted, and requests that these reports be submitted to the Assembly at its forty-eighth session;

9. Also notes that the report requested of the Secretary-General in accordance with paragraph 14 of General Assembly resolution 45/258 on a review of the present practices and approaches regarding the calculation of expenditures incurred by the United Nations in the conduct of peace-keeping operations, including the financial arrangements of the Organization with Governments in respect of such calculations, has not yet been submitted, and requests that this report be submitted to the Assembly at its forty-eighth session;

10. Decides to include in the provisional agenda of its forty-eighth session the item entitled "Administrative and budgetary aspects of the financing of the United Nations peace-keeping operations";

IV

Having taken note of the report of the Secretary-General on the United Nations Operation in Cyprus 11/ and the decision of the Security Council as contained in its resolution 796 (1992) of 14 December 1992,

Having noted the appeal of the Secretary-General to all Member States to make voluntary contributions to the Special Account for the United Nations Peace-keeping Force in Cyprus, 12/

Invites all States Members of the United Nations to respond positively to the appeal of the Secretary-General for voluntary contributions to the United Nations Peace-keeping Force in Cyprus.

11/ S/24917 and Add.1.

12/ S/24938.